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**Diversity Public Engagement in New Zealand Planning**  
**A Case Study of Christchurch the Chinese Ethnic Group**

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Sai Wang

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## Abstract

Public engagement is a fundamental part of an effective planning process. Governments and planners worldwide are working on improving it for better planning quality. A growth of ethnic diversity from global immigration provides the challenges and opportunities for the engagement process. In the New Zealand context, Christchurch City opens the door of public engagement to all local residents with different visa types. The Chinese ethnic group is a significant part of local population with diverse cultural and language background. Based primarily on a survey of 111 members of the Christchurch Chinese community, the dissertation provides an analysis of the planning issues of concern to them and of their engagement level in a planning process. It finds that despite an interest in being involved in planning issues there is very little actual engagement with making a submission within a planning process. Reasons for this are discussed from the aspects of planning and communication theory, and suggestions offered to improve engagement.

**Keywords:** New Zealand, Christchurch City, planning, public engagement, communication, immigration, ethnic diversity, Chinese ethnicity

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**Abbreviations**

APA	American Planning Association
CCC	the Christchurch City Council
DCC	the Dunedin City Council
ECan	Environment Canterbury
GIS	Geographic Information System
LGA	the Local Government Act 2002
MfE	Ministry for the Environment
NZPI	New Zealand Planning Institute
OGMM	Open Government Maturity Model
PIA	Planning Institute of Australia
PLT	Permanent and Long-Term Resident
RMA	the Resource Management Act 1991
UN	United Nations

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# **Chapter 1**

## **Introduction**

Planning is dealing with current problems and future challenges (NZPI, n.d.). The growing immigration and the following ethnic or cultural diversity are significant factors of globalisation. They bring both opportunities and barriers to the settlement countries, which include the impacts of immigration on the living environment. New Zealand holds relatively open immigrant policies and is more accepting of multiculturalism compared to other countries around the world (Lyons, et al, 2011). Moreover, based on statistical data from the New Zealand official data agency (Stats NZ, 2019a), the Chinese ethnic group is a significant part of local population. In this case, research on the Chinese ethnic group will provide representative value of diversity in cultural engagement within the New Zealand planning context.

Public engagement is a fundamental part of effective planning. This research focuses on making submissions on local plans. In New Zealand making submissions is a formal process for public engagement in councils' decision-making process (CCC, 2019a). Public engagement in New Zealand allows any resident to get involved and is not limited to citizens. Cities like Christchurch have developed multicultural strategies for adapting to the growth of ethnic diversity. This dissertation aims to research a Christchurch case study of the Chinese ethnic population about their engagement situation, which includes census information, their levels of engagement awareness, opinions on local planning and the motivations or barriers behind the situation.

After the introduction in Chapter 1, a literature-based description of planning development, decision-making process, communication theories and immigration will be given in Chapter 2. Then Chapter 3 will provide research methodologies used for this dissertation. Chapter 4 shows the results from the different methods and leads to the discussions in Chapter 5.

The dissertation uses Geographic Information System analysis, survey and interviews to answer three question about Chinese ethnic group engagement in Christchurch City: what are the levels of Chinese community awareness about engagement in making plans; what are the views of Chinese community members on making plans; and what are the main barriers and motivations for them? The research aims to provide a case study for future planning development under the globalisation context.

## **Chapter 2**

### **Literature Review**

#### **2.1 Planning and Public Engagement**

This section provides a description of the development of planning theory, the explanation of public engagement and the role of planners through the process. The research will discuss engagement in a wide background then focus on making a submission on plans. The content under the New Zealand context will help with further discussion on the Christchurch case study. It is fundamental to this dissertation since the section provides a basic understanding of public engagement in planning process.

##### **2.1.1 Definition of Planning**

Planning has the potentially integrative nature of involving multiple complex disciplines (McDermott, 2016). It is also a dynamic concept, which is made by people's developing ideas of the planning power, and the changing roles of planners in the process of public engagement (Fainstein and DeFilippis, 2016). So rather than the analysis of any methodologies, Fainstein and DeFilippis (2016, p2) argue that planning theory is based on “a shared interest in space and place, a commitment to civic community, and a pragmatic orientation toward professional practice”. Planning institutions around the world have tried to identify the duties of planning and planners. The American Planning Association (APA, n.d.) identifies planning as a tool to support residents to build up health, safety, and economic well-being; planners are the broad-view professionals who can cooperate between the public and governance to give guidelines for a whole region. The Planning Institute of Australia (PIA, n.d.) gives the concept of planning as “the act of researching, analysing, anticipating and influencing change in our society”, and the PIA thinks planners guide and manage regional development to give places for the good quality of residential life. The New Zealand Planning Institute (NZPI, n.d.a) believes communities need planning to satisfy the needs that come from the dynamic social development, and planners work in different regions and disciplines for achieving the goal of adaptation. Among all of the above identifications, the public interest is the core of planning because planning works for communities and society. Thus, planning tasks aim to create a better life for human beings by applying multiple different kind of knowledge.

According to the discussion from Fainstein and Defilippis (2012), the development of planning involves four eras: the pioneers' time from late 1800s to World War I, the professionalization time

from ca 1920 to 1945, the post-war time from 1945 to 1975 and redefinition time from 1975 till now. They also claim that planning development is made by contributions from individuals, countries, immigration and indigenous people. Furthermore, it should be noticed that, after WWII, the change of planning is “from a modernising, design-based and authoritarian discipline, through phases that can be described as rational-comprehensive, radical-communicative, post-modern, and neoliberal”, and the focus of planning is now shifting from the results to procedure (McDermott, 2016, p2).

## **2.1.2 Decision-Making Process and Public Engagement in Planning**

### **Decision-making Process of Planning**

The planning decision-making process is one type of policy decision-making process and involves a series of factors: agenda setting, problem definition, data collection, information analysis, options selection, legitimating decisions, implementation and evaluation (Painter, 1992). Public engagement is an important component of the modern planning process to ensure the political quality of planning (Lieske, Mullen, & Hamerlinck, 2009). Lane (2005) defines the role of public engagement by using planning models, task identification and planning contexts. He argues the degree of public engagement is dependent on problem identification, knowledge types, concepts and the decision-making environment in planning matters. He also believes that picking up only one primarily important point to determine the success of decision-making process is difficult. Modern planning processes usually engage the public through consultation. However, it should be noticed that individual interests can be different and conflicted, so the public engagement in planning process should leave a space for negotiation and debate rather than the sole focus on consulting (Lane, 2005). Moreover, the collaboration may not achieve a good result, if the engagements are led by individual benefits and local residents lack the motivation to make a contribution (Bodin, 2017). Additionally, the low level of obtainment of information and the complexity involved in understanding environmental problems all make barriers to effective public actions (Takacs-Santa, 2007).

### **Public Engagement of Planning**

Public engagement in planning is necessary and will lead to the power redistribution (Arnstein, 1969). Based on the different levels of participants' ability of shaping the results, Arnstein (1969) describes the resident participation as a ladder of eight degrees and categorises them into three groups: non-participation, tokenism and citizen control. This framework provides the guidance for setting the scope of the research to explore public engagement (Table 1). The recent academic research developed two additional points for the framework (O'Faircheallaigh, 2012):

- (1) Enable public to access more information will improve the quality of public decision- making;
- (2) There are interactions between each form of public engagement, they are not independent to each other.

The two points imply that improving the efficiency of providing valuable information to the public is important. Moreover, by giving supportive background information of specific research on environmental issues and collective actions, the collaborative network can balance individual benefits and conflicts, and to make public engagement more successful (Bodin, 2017).

Table 1 Arnstein's Ladder of Public Participation (Arnstein, 1969)

Steps on the Ladder	Grouped by Effective Public Influence
Citizen Control Delegated Power Partnership	Citizen Power
Placation Consultation Informing	Tokenism
Therapy Manipulating	No Power

Specifically, for the planning process, public engagement is a key to achieve the successful planning goal by promoting the local community development (Kirkhaug, 2013). In New Zealand, public engagement for local planning is open for every local resident and not limited to the citizens. While there is debate (Arnstein, 1969) around the differences between consultation and engagement, my research will focus on submissions on formal plans as an expression of public engagement. Under Section 96 (2) of the Resource Management Act (RMA) 1991, people who make submissions will not be limited by their visa type or immigration identity. New Zealand uses the term of "consultation" for public engagement and the term of "partnership" for the relationship with Iwi. However, according to Arnstein's theory, public consultation is a window-dressing approach, and the partnership approach is for sharing responsibilities of local governments with other organisations. So, is consultation with local residents merely tokenism as Arnstein suggests?

### 2.1.3 New Zealand Context

#### Planning Framework

During 1987 to 1989, the New Zealand reforms of local government introduced regional governments, which have made a contribution to the later reform of environmental legislation (MfE, n.d.a). The RMA and the LGA are the main planning statutes in New Zealand. Furthermore, as Figure 1 shows below, the Ministry for Environment (MfE) and the New Zealand Planning Institute (NZPI) are the core of New Zealand planning culture and practice. The core is surrounding by an inner circle of other public institutions, professionals or academics, then by an outer circle of public.



Figure 1 New Zealand Planning Institutional Framework (information sourced from McDermott, 2016, p4)

## Planning and public engagement in New Zealand

*Engagement is a term used to describe the process of establishing relationships, and seeking information from the community to inform and assist decision making. Engagement is an important part of participatory democracy within which there is a continuum of community involvement.*

*-Christchurch City Council, 2019b*

The development of New Zealand planning is standing at the changing point from neoliberal to collaborative planning. Neoliberalism (McDermott, 2016) is market-oriented planning which plays a role as economic actor rather than political interventionist approach. It developed in the 20th century and advocates market functions rather than government interventions in planning, which aims to be more flexible and freer than other planning forms. According to Purcell (2009) neoliberal planning is a dominated value for global development and it reasserts the market logic for society functions. However, Purcell (2009) believes that in the planning process of gathering information, it is believed that Neoliberalism lacks a democratic agenda and only includes consultation. Moreover, it does not work well in protecting community benefits and local democracy. Cities are the centre of neoliberal planning. In New Zealand, Auckland is a good example of neoliberal planning as it is the biggest metropolitan area.

Collaborative planning (Healey, 2003) is a community-oriented interactive process, which aims to sustainable resource management based on social justice and public consensus. A key point of collaborative planning is a balance of diverse community needs to enhance social inclusiveness (Gunder, 2010). Instead of making submissions on issues of public concern, collaborative planning allows a group of participants to discuss and achieve an agreement or solution. In New Zealand, it has been applied into freshwater issues (MfE, n.d.d). The group members do not need to be experts but need relevant knowledge to affect the decisions. So, it requires social acceptance. Meanwhile, because of its focus on local community and the present time, collaborative planning does not deal well with effects from globalisation (Brand and Gaffikin, 2007).

The collaborative planning process is an alternative approach for all planning matters and only mandatory to the freshwater issue. NZPI believes the collaborative process encourages public engagement in the front-end stage, saves litigation cost and finally leads to high quality and durable plans (NZPI, n.d.b). Furthermore, it is especially valuable for complicated issues among variable values in communities (MfE, 2017, p15). However, it requires sufficient capacity within councils

because the process may involve different levels of consultation based on the resource matter, scope of plans, existing consultation and/or councils 'knowledge of communities' ideas (MfE, 2017, p16).

According to the description from MfE (2017), by putting community at a core position, the collaborative process changes the planning model from “decide-consult-defend” to “engage-deliberate-decide” (MfE, 2017, p7). Two types of “balances” are significant during this process: one is the balance among different values in communities, which will enable the appropriate understandings of target issues and keeping the process on a correct track; another one is the balance among the collaborative group members, which will ensure they are able to receive and effectively exchange information.

In New Zealand, planning engagement involves various processes. For instance, the Part 4, Schedule 1 of the RMA prescribes the collaborative process. Some of regional councils have implemented the collaborative approach to public engagement for plans, and they are allowed to develop their own collaborative process under Part 1 Schedule 1 of the RMA (MfE, 2017). So how to choose an appropriate engagement process?

The Christchurch Significance and Engagement Policy (2019b) aims to support the community to understand relevant issues as well as how and when to be engaged. According to its definition, consultation is “a subset of engagement; a formal process where people can present their views to the Council on a specific decision or matter that is proposed and made public. “The Council must consult in ways that meet the consultation principles in the Local Government Act 2002 LGA, section 82 (1) and any other legislation relevant to the decision or matter proposed” (Christchurch City Council, 2019b, p5). The NZ Productivity Commission (2017) claims that local governments have a statutory responsibility of public engagement under LGA, however the processes have time and communicative costs from the range of different languages and cultural backgrounds. So, the level of engagement is depended on the level of significance, which is judged by the Council. Table 2 shows that the public will be engaged by consultation when the matter is considered significant, and collaboration or partnership are given for more significant matters. There are many methods used for consultation or participation, but this research will focus on making a submission on plans in terms of demonstrating engagement with planning processes.

Table 2 Level of Significance vs. Engagement in Christchurch (*Christchurch City Council, 2019*)

Level of Significance	Level of Engagement
Low/no significance	No engagement
Significant matter/ low impact to many	Inform/consult
Significant to wider community	Inform/consult
More significant matter	Collaborate/partner with communities

Christchurch of New Zealand is a good case study of both the transition from neoliberal to collaborative planning and the planning challenges of communicating with a more ethnic diverse society, because it applies market-oriented planning approach and also tries to engage the local community for gathering information about the rebuild of the city.

#### **Make a Submission under the RMA**

The RMA sets a key way for public to be involved with local governments' decisions, which is making a submission on the proposed plans, plan changes on an operative plan, and plan variations on a proposed plan (MfE, n.d.c). The process of making a submission under a collaborative planning process in Part 4, Schedule 1 is same as the planning process under the current Part 1, Schedule 1 of the RMA. The MfE (n.d.c) gives a suggestion of public engagement steps on their official website:

1. Study documents (discuss with council officer; understand what and why; identify affected scope)
2. Identify the actual effects on your property/operation/plans
3. Consider environmental effects
4. Pay attention to business incentives behind your submission
5. Make a submission
6. Make a further submission based on original submission (submitters must have more interest than general or represent for public interest)



7. Hearing (if wish)

8. Appeal to Environment Court (if wish)

According to the MfE outline of the above eight steps, we can see it is important to have the abilities to read relevant planning documents and understand the local environment functions.

In New Zealand, making submissions under the RMA and the LGA are for distinctly different purposes (Table 3). This may a potential source of confusion for immigrants, due to the complexity associated with each act (Forrest 2014).

Table 3 Different Plans under the RMA and the LGA.

	<b>National</b>	<b>Regional</b>	<b>District</b>
<b>Under the RMA</b>	National Environmental Standards	Regional Policy Statement	District Plans
	National Policy Statements	Regional Plans	
	NZ Coastal Policy Statements		
<b>Under the LGA</b>		Long-term Plans	Long-term Plans
		Annual Plans	Annual Plans
		Bylaws	Bylaws
		Others	Bylaws

#### 2.1.4 Planners' Role

Planners are essentially like managers in the planning process, and they are responsible for consulting, planning, evaluating and negotiating rather than being specialists. Furthermore, the role of planners decides their working areas and use of approaches (Lane, 2005). The main tasks of planners are managing and integrating the information for achieving an agreement of a planning goal. The tasks require planners to have fundamental knowledge of social or physical sciences and critical thinking and analytical abilities. Planning involves dealing with multiple resource demands, and willingness from stakeholders to engage (McDermott, 2016). It means that planning requires the breadth of planners' knowledge bases. During the process, planners are not only responsible for

planning the places under the development, depending on the legislation that they are operating under, can also take the duties of forecasting, researching, surveying and organising financing (Fainstein and DeFilippis, 2012).

Furthermore, planners can play the important role in public engagement process, especially in the process of making submissions. For example, planners can deal with dynamic, political situations as well as to communicating among different people, so they can help public with understanding planning issues or documents (Lane, 2005). The role also requires planners to understand the multiple motivations behind different submissions in a planning engagement process. Moreover, if they are in the collaborative planning approach, instead of seeking individual benefit, the planner works to achieve a group agreement or consensus. So, planners can also help participants understand other members in a collaborative group.

McDermott (2016, p5) describes the role of planners in a management of planning resolution issues as:

- *Scene setting;*
- *Issue identification;*
- *Community engagement;*
- *Negotiation and mediation;*
- *Technical project management;*
- *Evaluation (including assessing the costs and benefits of policy options);*
- *Risk assessment;*
- *Reporting and communication.*

Identifying the role of planners more clearly will improve the efficiency and creativeness of planning for engagement across multi-ethnic groups given the expected future growth of multiculturalism, and planning will play the significant role of diversity inclusiveness (Fincher, et al., 2014).

## **2.2 Communication Theory and Multiculturalism**

This section aims to give an insight based on the theoretical analysis of communication theories. A discussion of social media and an open governmental model will also be given. This section will strengthen the understanding of effective engagement.

### **2.2.1 Social Media**

Planning tries to cover the whole society and people who are interested in the relevant matters, but it is hard to engage every resident in the process. So, it is important to select the appropriate communication methods for the engagement (Kirkhaug, 2013). Nowadays the evolution of mobile communication improves information salience and supports the spreading of public matter information. Social media can be used for public engagement (Lathrop & Ruma, 2010). It has the positive social functions to increase the community interaction, the broad engagement, and allow individual feedback of public affairs (Campbell & Kwak 2011). So, social media with mobile communication is an appropriate option for improving the efficiency of public engagement.

Social media is designed for sharing the information and interaction between people based on the internet (Bertot, Jaeger & Grimes, 2010). There are two types of social media, one is used for the expression through sharing the visual or aural information and the other one enables people to collaboratively interact with each other (Wibeck, 2014). Facebook and Instagram are the examples of the expressive type while Messenger and WeChat are the collaborative social media type.

People usually have three main expectations of using social media: gaining the information for understanding themselves and the world, seeking guidance for action, and entertainment (Tsai & Men, 2018). The expectations align with the purposes of planning. Public engagement of planning aims to exchange the information with stakeholders for the better understanding and management of the environment. At the same time, local governments and their residents can exchange the suggestions on a planning matter to each other. Entertainment can be a special factor to attract the public attention on a planning task through visual or other interesting communication methods.

Governments should realise that public will not automatically participate in a public engagement process (Brink and Wamsler, 2018). People's reasons of accepting or refusing the engagement are various. One-way communication is a problem that inhibits public engagement in any planning process (Kirkhaug, 2013). The reason is that the feedback is not able to be gathered through the communication process, so that the decision makers may not make good plans or achieve an effective implementation. For instance, a planning document usually use the bureaucratic and formal

communication that aims to build the normal understanding of current mechanisms, but its technicality can cause confusion for people (Kirkhaug, 2013). The confusion may lead the public to decrease its satisfaction of planning policies and be a barrier for collaboration. Social media can help with this problem since it supports real-time dialogue between the residents and governments (Agostino, et al., 2017). Moreover, social media can provide the visual information that is useful to promote the understanding of complexity in the planning process (Kirkhaug, 2013).

Intrinsic motivations are a fundamental incentive for public engagement, such as the motivations of knowing, participating, and other emotional links of planning. Understanding of planning matters affects public engagement. Public understanding and public engagement are different concepts (Wibeck, 2014), but it is hard to distinguish them since the two concepts usually coexist. Public understanding could be gained from study and life experience, while social interaction and communication improve public awareness and knowledge. Moreover, social media include the newspaper and internet has the function of shaping public understanding, since the cultural narratives can inspire public to understand and participate in the planning issues.

It should be noticed that public concern for information privacy and security is important for public engagement though social media, and the high level of privacy and safety from controllable social media will encourage public engagement (Tsai & Men 2018). When the public is satisfied with the received information from social media, they will become more dependent on the information sources and be more impacted by the information (Tsai & Men 2018). It means that once the government builds a healthy and satisfied social media platform, it will maintain the effective and convenient running of the public engagement process.

### 2.2.2 Open Government Maturity Model (OGMM)

Lee and Kwak (2012) describe a model of the increased public value for governments through public engagement. The OGMM has 5 levels of the social media applying (Figure 2).



Figure 2 OGMM Levels (*Information source from Lee and Kwak,2012*)

The level 1 is called initial conditions. On this level, governments have few capabilities for public engagement with little information transparency. They rarely use social media and rely on the website for publishing planning information and update less information on website.

The level 2 is data transparency. Governments begin to share the beneficial information with the public online. On this level they focus on the process-centric metrics, information transparency and quality. However, website and emails are still the major engagement approaches.

The level 3 is named as open participation. It can improve public awareness. Governments at this level will need dedicated employees to maintain their information platform. This level includes the use of expressive social media and allows informal and flexible interaction with the public. Level 3 still focuses on process-centric metrics but starts to enhance data privacy and security for their participants. The continuous and real-time responses for public are the key for this level.

Governments will achieve the open collaboration on level 4. It requires the collaboration between agencies for governmental services. This level shifts from the process-centric metrics to more awareness of outcomes. It is believed that once a government arrives on this level, it will enable the effective reaction of the public to national emergencies and natural disasters.

Levels 2, 3 and 4 enable the data transparency and build the foundation for level 5, which is called ubiquitous engagement. This level allows public engagement through the intelligent device and information integrated within and across governmental agencies. To achieve this level, governments should have the interoperation of data, and applications across agencies. It is an outcome-centric level and creates a well-established cycle for public engagement.

Lee and Kwak (2012) also suggest when governments apply the OGMM, they should follow the maturity levels to improve stage by stage the well-building infrastructure and capabilities for public engagement. They should also avoid chasing multiple levels at the same time or skip some levels, because it will make challenges and pressure for the government and confuse the public about the changes. This model requires financial and human resource input and dedicated employees time and resources. Moreover, governments need to make the incentives for their own development. The technology for protecting information privacy and security is also the key for this model.

### **Christchurch Case of OGMM**

Table 4 describes the Christchurch City Council and Environment Canterbury based on OGMM. The main approaches for local public engagement are website and email newsletter. Both of them have reached social media approaches, such as Twitter, Facebook, Instagram and YouTube. However, local residents cannot be completely engaged in planning issues through these platforms since the majority of them are one-way communication. Thus, the model of local governments in Christchurch should ideally be in the transition from level three to four.

Table 4 Social Media Platforms for the Christchurch City Council and Environment Canterbury

	CCC	ECan
Website	Services, Documents, News, Events, Meetings, Consultation, Career	Documents, Environmental data, Residential Information, Career
Twitter	City News, Report of Meeting, Election and Consultation	Council News, Current Planning Issues, Community Engagement
Facebook	Events, Survey, Poll, City News	Regional News, Event, Career
YouTube	Meetings (they believe the meetings are the core of decision-making)	Meetings, Planning Related Speech, Environmental Issues and Introduction of Planning Documents.
Instagram	Same above but focus on photos and video.	Same above but focus on photos and video.

### 2.2.3 Multiculturalism and Inclusiveness

Multiculturalism is a global concept (Fincher, et al., 2014). It is an idea about diversity, and formally defined in a strategy of the Christchurch City Council as “at once a philosophy of the nation and nationhood, a set of public policies, and a demographic reality in many countries and cities in which ethnic and racialized variations exist in the population” (CCC, 2017b, P3). It is also a significant concept for planning because multiculturalism comes from immigration that brings new ethnic groups into the local population and which makes planning more challenging (Reeves, 2005).

Diversity brings differences and requires addressing the followed issues of discrimination, social exclusion, and environmental justice (Reeves, 2005, p7). There are multiple kinds of differences. Chiswick and Miller (1994) claim that ethnic groups from non-English speaking countries with distinct life habits from destination countries are more like to keep their identity and culture. However, it may not be accepted by the destination country. They provide an example from Australia to prove the major reason that causes the usual residents' negative feelings about immigration and minority ethnic groups and their limited communicating skill caused by language and cultural habits.

Furthermore, diversity and equality change with the development of the population, urbanization, and economic growth. Thus, planning for diversity should address these differences and aim to achieve the equality of opportunity. It requires the recognition of differences. During this process, planners need to think about the demands and values of different groups for achieving sustainable management. Diversity pushes planners to consider using appropriate communicative language in decision-making processes for rules, environmental stewardship and natural justice between different groups.

On the urban level, governance involves multicultural policies and includes, but is not limited to, the statements of celebrating diversity, housing plans and the inclusiveness of public engagement. Current planning approaches to deal with multiculturalism in an urban area include "social mix planning in housing, planning for the commodification of diversity in ethnically identified businesses, and planning for public spaces and encounter” (Fincher, et al., 2014, p3). When planning implements the three interventions, due to the social context of different identities, planning cannot take the neutral position but should take action to build public interest and create opportunities for engagement. Based on the global experience, Neoliberalism encourages local responses to ethnic diversity, and makes all stakeholders take responsibility for social harmony, but ignores whether they have the ability to achieve that goal.

Planning deeply shapes "the nature of inter-subjective relationships among urban inhabitants with different ethnic and racialized backgrounds"(Fincher, et al., 2014, p3). Several healthy ethnic enclaves worldwide, such as Flushing Chinatown in New York of United States and Corso Italia in Toronto of Canada, are developed based on investment on business or residential real estate that encourage tourism and local economic development.

Currently in New Zealand, a good example of the local planning intervention in architecture and commercial behaviour for the Chinese ethnic group are Dunedin Lan Yuan Chinese Garden (Figure 3). Lan Yuan (DCC, n.d.) is a traditional yuanlin style garden, built in 2008, which is supported by Dunedin City Council and Shanghai Municipal Government. The garden promotes the establishment of the Dunedin Chinese Garden Trust. The Trust tries to achieve the local recognition of Chinese ethnic population who arrived New Zealand since 19th century and their contribution to the local urban development.

Christchurch has a small landmark of a Huanghuali streetlamp (Figure 4) located in Hagley Park. It is a gift from Wuhan China, which is one of twenty-one lights for Mischa Kuball's Solidarity Grid (SPA, 2014). There is also a 0.8-hectare sister programme Chinese garden in Halswell Quarry Park (CCC, 1999). There was an idea of building a Chinatown in the city, which is given from the 2011 Council survey (Duyndam, 2012), but it is not now mentioned in planning documents.

Furthermore, the Christchurch City Council has developed a Multicultural Strategy to require the publishing of the annual diversity and inclusion report. In Christchurch, planning documents are usually written in English and Māori languages. A small introduction paragraph of the Multicultural Strategy is written in Chinese to tell the cultural background of Jimmy Chen, who is the only Christchurch ethnic Chinese Councillor in Christchurch. According to the strategy, the main local approach to celebrate diversity is cultural festivals. Chinese festivals include lunar New Year and the



Lantern celebration.



Figure 3 Lan Yuan Chinese Garden

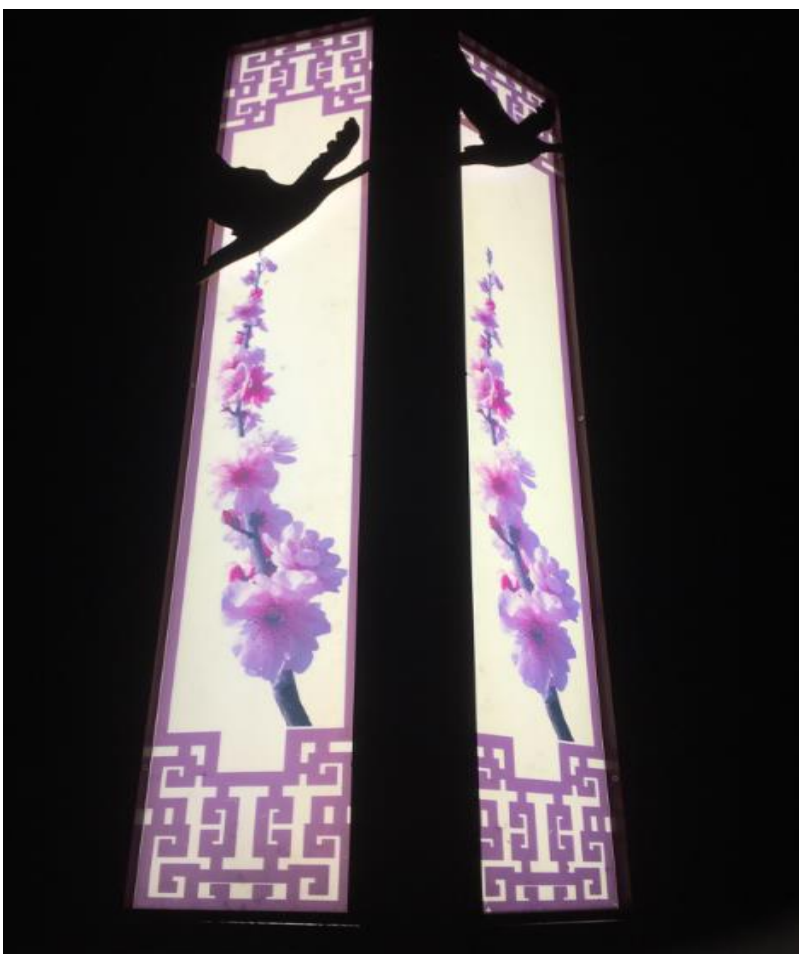


Figure 4 Huanghelou Streetlight in Hagley Park

## **2.3 New Residents and Ethnic Diversity**

Section 2.3 will discuss the immigration from the global, New Zealand, and Christchurch scales. The reason is that immigration affects the prediction of planning for the future plan-making (Williamson, 2018). The following discussion will introduce the standard and types of immigrants, their differences with usual residents and the population structures. The identification of the Chinese ethnic group will also be given for the Christchurch case study.

### **2.3.1 Worldwide Context**

The growth of ethnic and cultural diversity appears globally, it is caused by immigration (Khawaja, Boddington & Didham, 2000). Scholars interchangeably use the terms of “immigration” and “migration” in their academic articles, and the line between the definitions of them are blurring (IOM, 2017). To avoid the confusion, this research will keep using the term of “immigration” to describe the target group. According to the definition from an UN report (United Nations, 1998), international immigration refers to individuals who left their birth country and enter a destination country to have their places of daily life (United Nations, 1998, p.9). The main recognition of immigrants is the changes of their usual residence, so immigration excludes the temporary foreign travellers who move for recreation, holiday, business, medical treatment or religious pilgrimage. Moreover, immigrants are different from the existing usual residents since they try to establish the new connections in a different country rather than their birthplaces. Thus, immigrants are the new residents for the countries they entered.

The most current immigration report is published by the United Nations (IOM, 2017), which is developed based on data collected from 2015. In that time, the total international immigration population is around 244 million. It is 3 percent of the World’s total human population. The report claims the reasons behind of international immigration include: “economic prosperity, inequality, demography, violence and conflict, and environmental change” (IOM, 2017 p13). The information from that report shows that every country experience international immigration and the legal process is under national supervision (United Nations, 1998).

Before we talk about the effects that arise from immigration, an important definition of immigration categories should be mentioned here. In 1998, the United Nations released the Recommendations on Statistics of International Migration (United Nations, 1998). It provides a suggested rule to identify long-term immigration categories (Table 5).

Table 5 UN Defined Two Types of Immigration (*United Nations, 1998*)

Immigration Type	Condition
Long-term Immigration	People live in new destination country for more than 12 months
Short-term Immigration	People live in new destination country for more than 3 months but less than 12 months

In Section 32 of the Recommendations on Statistics of International Migration (1998), the UN identifies international immigration when people change their usual resident country. Additionally, in Section 36 (1998), the UN defines long-term immigrants as people resident in a new country for at least 12 months. Depending on the particular policy and law of each country, immigrants are categorized into the different types. For instance, New Zealand has the long-term and permanent resident visas. Permanent residents are different from the other non-citizen residents since they gain the permission to live permanently in a country and are able to apply to join the citizenship, also they have the deeper connections with the local environment (Howard, 2016).

### 2.3.2 New Zealand Context

New Zealand is an ethnically diverse country. It is established based on the Treaty of Waitangi and experiences three main immigration stages: predominantly British immigrants in the 18th and 19th century, Pacific Islanders after the World War II along with the displaced persons from Europe, and the skilled immigrants from many different nations since 1980s (Lyons, et al, 2011).

A big problem of analysing immigration worldwide is the systematic information collection through the regular visa records, however in New Zealand, “the atypical geographical isolation makes data collection much more straightforward” (IOM, 2017, p306). The statistics information comes from border collection, which includes the departures and arrivals. It has also been a main information model of the immigration flows statistics worldwide (United Nations, 2018). Now NZ applies a border collection based on the passport data and has therefore cancelled the collection of departure cards. Additionally, the governmental investment on immigration research and data is available. Thus, the immigration analysis in New Zealand has relatively strong data support.

The 2018 census data shows a growth of ethnical diversity in New Zealand with more immigrants. Currently, New Zealand has approximately 27.4% of population who born overseas (Stats NZ, 2019b). The Immigrant population has continued to increase.

Specifically, after the European (70.2%) and Māori (16.5%), the Asian ethnic group is the third largest group (15.1%) in New Zealand. It increased 3.3% from 2013. The biggest one among the Asian population is the Chinese ethnic group, which has a population of 231,387. Furthermore, the Chinese ethnic group is also estimated to double its proportion of the New Zealand population by 2038, which means their population will reach to 0.38–0.50 million (Stats NZ, 2017a).

### **Permanent and Long-term Immigrants (PLT)**

In New Zealand, the immigrant residents include: the permanent and long-term residents.

Based on the interpretation from the Immigration Act 2009, the permanent residents are people who hold a permanent resident visa. Permanent visa is a class of residence visa, which is granted under the Subpart 2 Section 70 of the Act.

Under Section 73 of Immigration Act 2009, the holder of a permanent resident visa is entitled—

*(a) to travel to New Zealand at any time:*

*(b) to be granted entry permission:*

*(c) to stay in New Zealand indefinitely:*

*(d) to work in New Zealand or in the exclusive economic zone of New Zealand:*

*(e) to study in New Zealand.*

The definition of the long-term immigrants is defined by Stats NZ. It is an official census information resource in New Zealand. Stats NZ applies the 12/16-Month Rule to identify the "long-term" (2017b), which requires immigrants to stay in this country for at least 12 months in the preceding 16 months. The rule is consistent with the UN definition. New Zealand has a variety of visa types, and the popular purpose of applying a visa include work, study, investment, and family reunion (INZ, 2019). The types show the country has the willingness to increase the skilled population and exchange the benefits of knowledge worldwide.

For the planning aspect, public engagement in the plan-making process in New Zealand is not limited to the visa types, which means residents in the national scope all have the rights to make a submission. The PLT should have more significant effects on the local planning and plan-making process than the short-term residents since they are allowed to stay in relatively longer time and able to gain more local information and experience about the country.

Based on the Stats NZ data of the immigration trends (2017c), in 2017, China was the third biggest birthplace of NZ PLT (6%) and contributed the largest student group to NZ. Furthermore, the Canterbury region is the second largest settlement-place of PLT (11%). So, the case study of Chinese ethnic population in Christchurch city will be representative.

### **2.3.3 Identity of the Chinese Ethnic group**

According to the ethnicity review report from the United Nations (2003), ethnicity refers to a character to describe the identification and cultural affiliation for people. Under the New Zealand context, "ethnicity is the ethnic group or groups a person identifies with or has a sense of belonging to, and is independent of birthplace"(Stats NZ, 2019b). It is various among countries and based on the individual's recognition of themselves. The data of ethnicity can be used for making the policies and plans, as well as the education and communication. In New Zealand, people are able to identify themselves as several identities. The most recent ethnic data of New Zealand comes from the 2013 census. The identification is based on the statement from people who take the census survey, which includes people who claim themselves as having a multi-ethnic identity. In New Zealand, 8 groups of people belong to the Chinese ethnic population, they are:" Chinese not further defined, Hong Kong Chinese, Cambodian Chinese, Malaysian Chinese, Singaporean Chinese, Vietnamese Chinese, Taiwanese, and Chinese not elsewhere classified"(Stats NZ, n.d.). Not elsewhere classified (NEC) means "ethnic group category contains ethnicity responses that are infrequent or unanticipated" and Not further defined (NFD) means this ethnic group category contains responses that are not specific ethnic group responses but are able to be placed in a broader category in the ethnicity classification. The Chinese ethnic group is also a part of the Asian ethnic group.

### **2.3.4 Post-earthquake New Residents in Christchurch**

The Canterbury earthquakes that happened in September 2010 and February 2011 damaged buildings and basic facilities of Christchurch. They also impacted the local economic, social and natural environment (Potter, et al., 2015). The population density of Christchurch has a shift from the central and eastern city area to other locations after the 2010 and 2011

earthquakes. Additionally, the earthquakes caused 6% of the local population (21,200) to leave the city in the following 2 years (Figure 5).

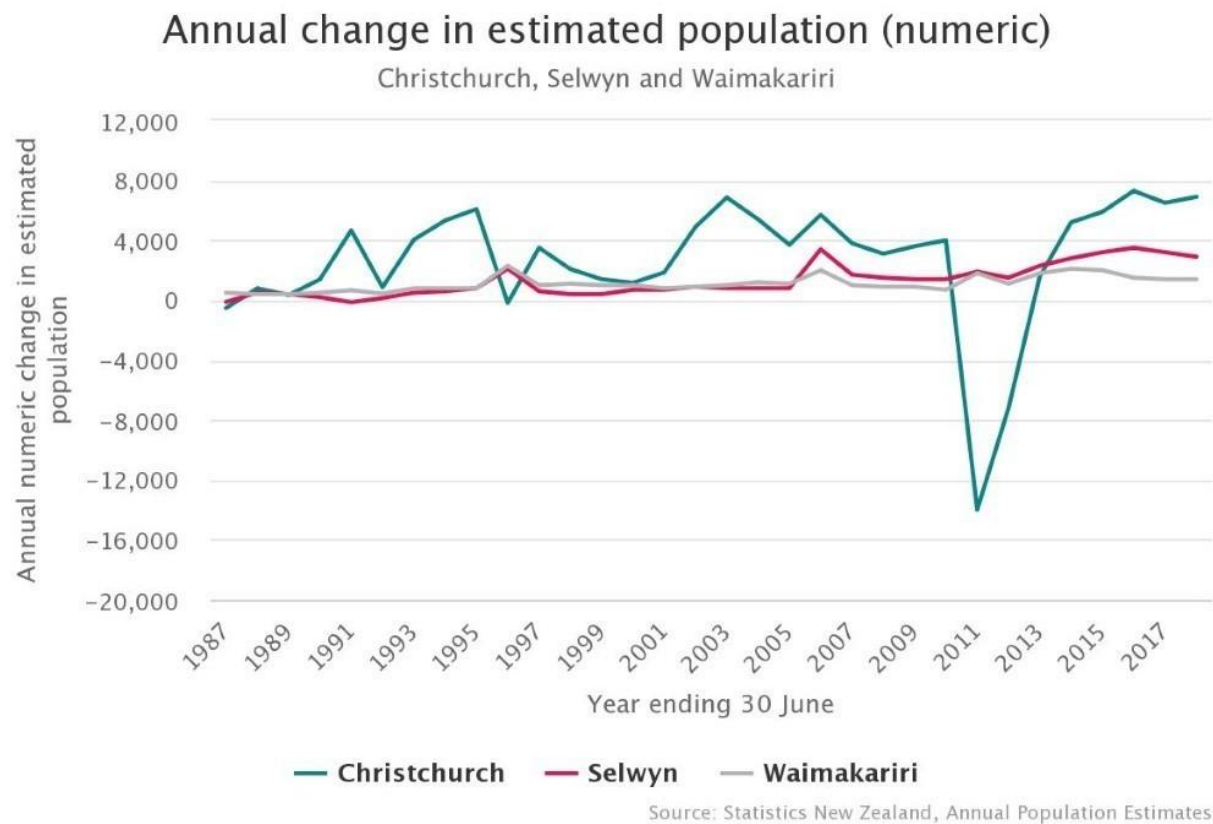


Figure 5 Annual change in estimated population (information sourced from Stats NZ, 2018b)

The population increased back to the pre-earthquake level at 2017 and kept increasing in 2018 with a slower rate than the national average. In June of 2018, the population reached 388,500 residents. Immigration from other countries is an important portion of increased population. According to the information released by the Christchurch City Council, Philippines and China are two big source countries of overseas immigrants after the earthquakes (Figure 6).

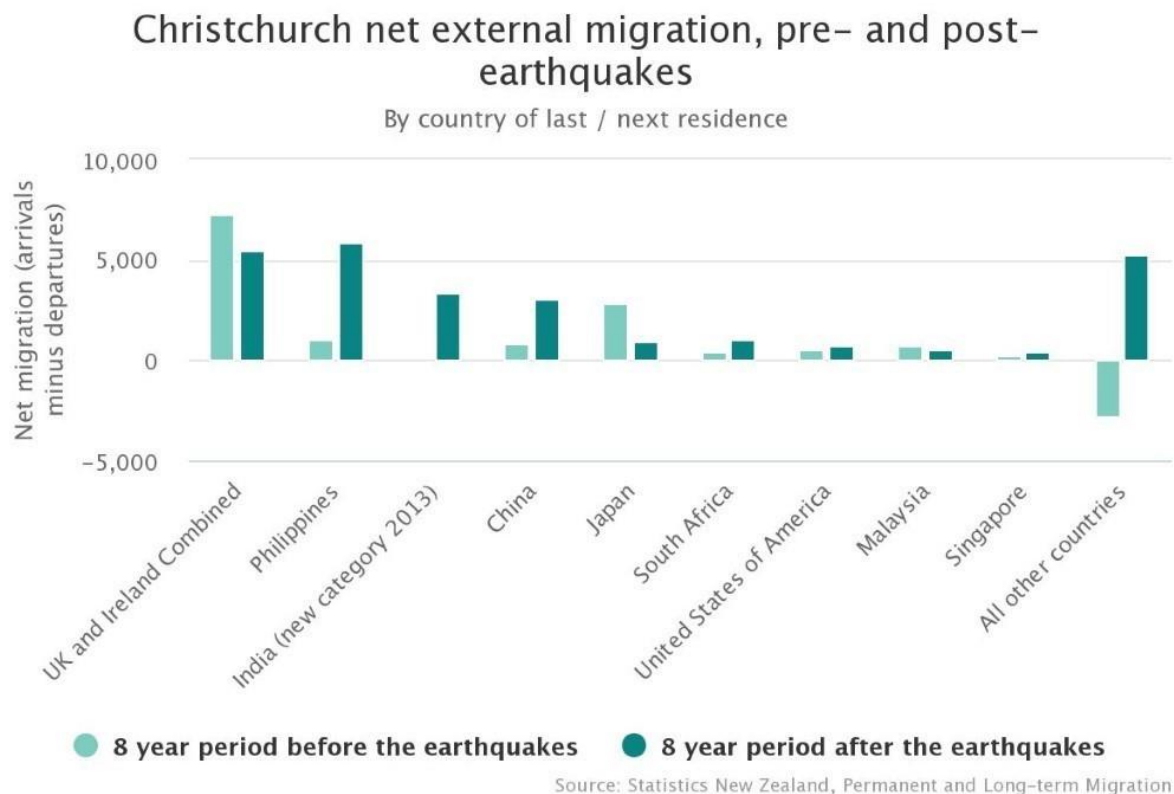


Figure 6 Christchurch Net External Migration, pre- and post- earthquakes, (*information sourced from the Christchurch City Council, n.d.*)

Immigration increases the diversity of Christchurch. It has become a significant factor in the current and future development of the city. The Christchurch City Council began to release an annual Diversity and Inclusion report from 2017 and believes that “Diversity is a great strength for Ōtautahi/Christchurch. Having people from diverse backgrounds living in Ōtautahi/Christchurch brings economic and social benefits. The social benefits for Ōtautahi/Christchurch people include increased creativity and resilience (the ability to cope with change). Diversity makes Ōtautahi/Christchurch a more interesting place to be” (CCC, 2017, p10). Diversity also brings challenges to Christchurch include: the uncertainty in communication and connection between people, social isolation, the stress on the new generation, racism and the difficulties in public engagement (Kirkhaug, 2013).

## 2.4 Summary and research objectives

Public engagement is a key factor to achieve the development and success of planning. Communication theory is able to explain the motivations and barriers behind public engagement and prove that social media is an effective approach that enables governments to provide information

and interact with public. Furthermore, immigration is a global phenomenon that brings benefits and costs. It also increases ethnic diversity by people coming from different backgrounds (Kirkhaug, 2013). Each country may have a different structure and situation, but immigrants from different cultural backgrounds commonly bring diversity to destinations. Ethnic diversity cuts across national boundaries from self-recognition of culture. Immigration can be divided into different types based on how long they stay in the destination countries. Countries usually define them by the different visa types. In New Zealand, the Chinese ethnic population is a big portion of the ethnic population, which is made by 8 groups. In 2010 and 2011, Christchurch of New Zealand experienced earthquakes and population changes, immigrants are an important part of the recovery. So how local authorities engage with new residents is an important issue. While there is debate (e.g., Arnstein 1969) around the differences between consultation and engagement, this research will focus on awareness of the ability to make submissions on plans as evidence of engagement.

Public engagement in the process of making plans requires people's own particular knowledge or concerns about the local natural or social environment. We cannot say it is a casual daily activity and easy to do, but it is meaningful for both residents and councils. For improving engagement efficiency, a primary task will be exploring the levels of public awareness about plan making. Based upon different individual immigration duration and social integration, the levels of individual awareness and engagement with planning should be different.

Another objective should be public opinion of their influence in planning processes. Immigration encompasses a range of different cultural backgrounds and this possibly results in diverse understanding of how to effectively engage in making plans. The main concerns of plan-making engagement will also include the relevant barriers and motivations. Based on a literature review of immigration issues, barriers may include their attitudes, feeling, language and surrounding social environment. Motivations could involve their willingness to build an involved relationship with the destination environment.

Ethnic Chinese is an important group as it makes a significant contribution to New Zealand's cultural diversity and economic success. Yet, their participation in resource management planning is under studied. In the next section, the awareness of, and engagement with, planning in the Chinese ethnic community is explored. Three questions are addressed:

1. What are the levels of Chinese community awareness about engagement in making plans;
2. What are the views of Chinese community members on making plans;
3. What are the main barriers and motivations for them?



## **Chapter 3**

### **Research Methods**

#### **3.1 Introduction**

The research aims to assess the public engagement with planning of the Chinese ethnic group and the reasons behind it. The information and data collection were gathered in the Christchurch City, New Zealand in 2019. Surveys and interviews were processed under the permission from Lincoln University's Human Ethics Committee. This chapter will support the dissertation by outlining the methods to address the research questions set out on the previous page.

#### **3.3 Research Methods**

The section introduces the research methods include the analysis on the literature, GIS, survey, and interview. In addition to the literature review in the previous section, the research methods included analyzing existing census data by using Geographic Information System (GIS) and survey data from Chinese ethnic group. The survey and interview provide a practical exploration of Christchurch city case study.

##### **3.3.1 GIS**

GIS is an important planning tool for visualization and developing planning options that allows planners spatially analyze the existing regional situation (Yeh, 1999). This dissertation contains the GIS census analysis of the Chinese ethnic population in Christchurch city area. The data is based on 2013 census results since the ethnic information is yet not available from the 2018 version. The data show the distribution of their population density amongst different electoral wards, and enable a comparison between pre- and post- the 2010 and 2011 earthquakes. The analysis also provides the useful information for an optional location selecting of research survey.

##### **3.3.2 Survey**

Survey is a field study to collect sample information from defined population through a questionnaire (Visser, Krosnick, & Lavrakas, 2000). To explore the engagement the Chinese ethnic group, an anonymous survey with fourteen questions was designed and translated into Chinese (Appendix B). It collected 111 valid results, which included 59 from an online survey and 52 from a direct approach. The two surveys used the same questions and avoided overlapping participants.

The online survey uses the Tengxun platform. Tengxun is one of the global biggest multinational social media company founded in 1998 in China. It also developed the Wechat app that includes the functions of messaging and survey (Hu, 2011). In 2019, WeChat reached 1.13 billion monthly active users (Statista, 2019). Although Wechat allows multiple languages to be used, the main target users are people who speak or write the Chinese language. Additionally, people who use this app are able to join groups categorized by living locations. The survey link was sent to groups labelled as Christchurch location.

The direct approach (paper) survey was taken at the Church corner Asian market area (Figure 7). It is called Christchurch's 'China Town' (Duyndham, 2012) by residents, and is located in the Riccarton Ward at the western side of the city. Based on Stats NZ census data (2013), the Ward has the highest ethnic Chinese population density in Christchurch, which is 11%. The researcher stood inside the carpark area and approached every third people passing by. When people refused to fill the questionnaire, the next passer by was approached.

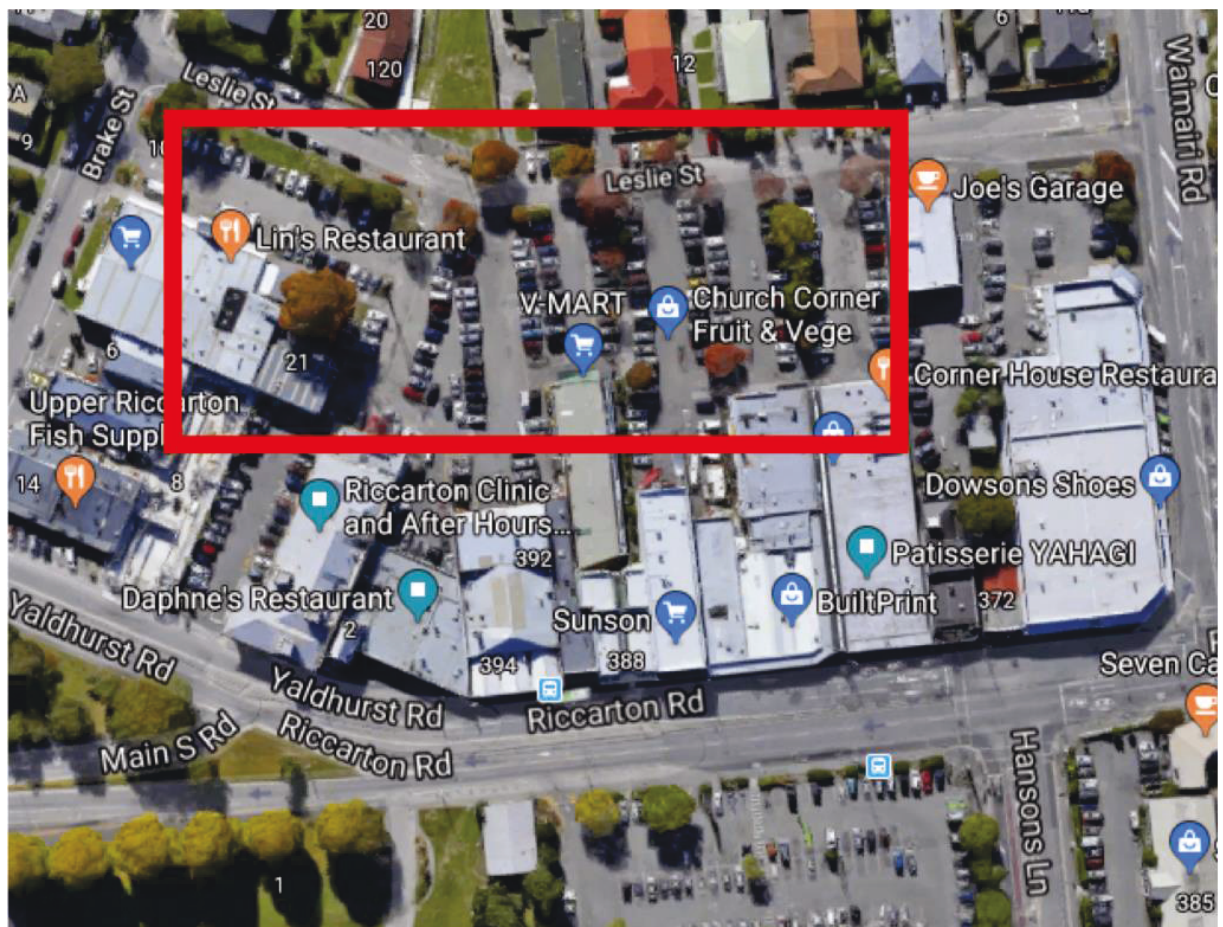


Figure 7 Church corner Asian Market Area-Survey Location (information sourced from Google Maps, 2019)

### **3.3.3 Interviews**

To obtain a deeper perspective, five semi-structured interviews occurred after the survey. Interviewing is a qualitative research method for data collection through dialogue (Qu & Dumay, 2011). The interviews were designed for more specific discussion with ethnic Chinese people. To elicit diverse understandings and ideas, interviewees are selected from local government, public, and social media. They included a Councillor from the Christchurch City Council; a leader from the Chinese community; a journalist from Chinese social media; an ethnic Chinese Christchurch resident; and a Chinese planner. After inquiring at councils and environmental consultancies, I did not find a Chinese planner who works in Christchurch, so a planner from Auckland was interviewed. Other interviewees all live in Christchurch.

Emails with attachments of the interview questions, consent form and information sheet were sent to the interviewees before the interviews. Interview locations were at their work or home and interview times ranged from thirty to sixty minutes. Notes or recordings were used based on interviewee's willingness to be recorded.

### **3.4 Data Analysis**

The four methods used in the research are processed step by step. One method provides basic information for the next step. GIS analysis uses 2013 Christchurch census data from Stats NZ, the data collection for this step involves administrative and census maps information and provides a density distribution of the Christchurch population. GIS enables the selection of a location for research survey. For achieving a random sampling method and gathering representative answers, the location was chosen in the area where the Chinese ethnic population was highest. After the collection of survey data, the data were entered into Microsoft Excel for summary analysis and graphical presentation. The survey also informed the basis for interview discussions. The analysis of interviews was done after transcription of recording and compared to survey responses.

### **3.5 Limitations**

The 2013 Census is the first one after the Canterbury earthquakes. The diversity information may be different in 2019 due to post-quake policies for encouraging earthquake recovery and immigration.

# Chapter 4

## Results

### 4.1 Introduction

This chapter describes demographic data of the Chinese ethnic group to inform the choice of survey location. Survey results are then presented to provide insights into the level of awareness to assess engagement. Findings from the interviews follow to provide deeper discussion of public engagement in planning from the survey results.

### 4.2 GIS Analysis

#### Chinese Ethnic Population Distribution.

The distribution is not even across the city. The western of city centre area had a greater concentration of the Chinese ethnic population. Riccarton has the largest Chinese ethnic population as 11% while Banks Peninsula has less than 1% (Figure 8).

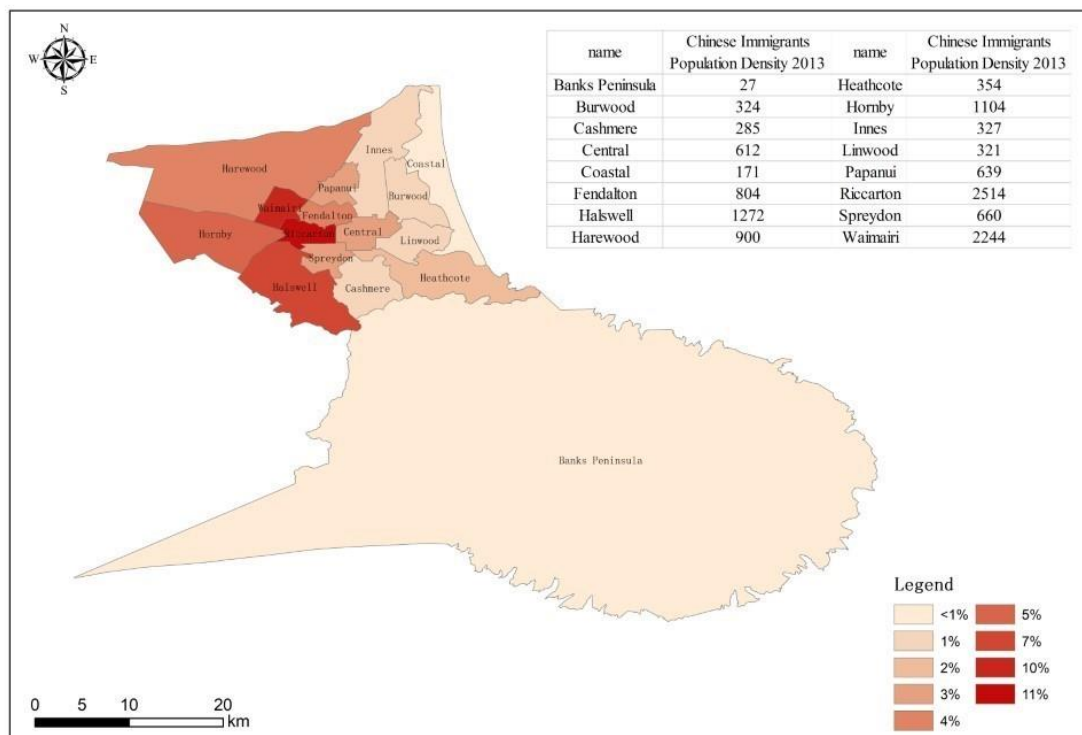


Figure 8 Chinese Ethnic Population Density in Christchurch 2013 (Census Data from Stats NZ)

## Total Population Density

The Chinese ethnic population density aligns relatively closely with the total census density data. Figure 9 shows a comparison with the Census information pre-earthquake in 2006. By 2013, the population in the city centre and eastern parts of Christchurch decreased. West of the city centre experienced a growth in ethnic Chinese population density. These are likely to reflect broader population movement given the damage to the central city and eastern suburbs following the February 2011 earthquakes.

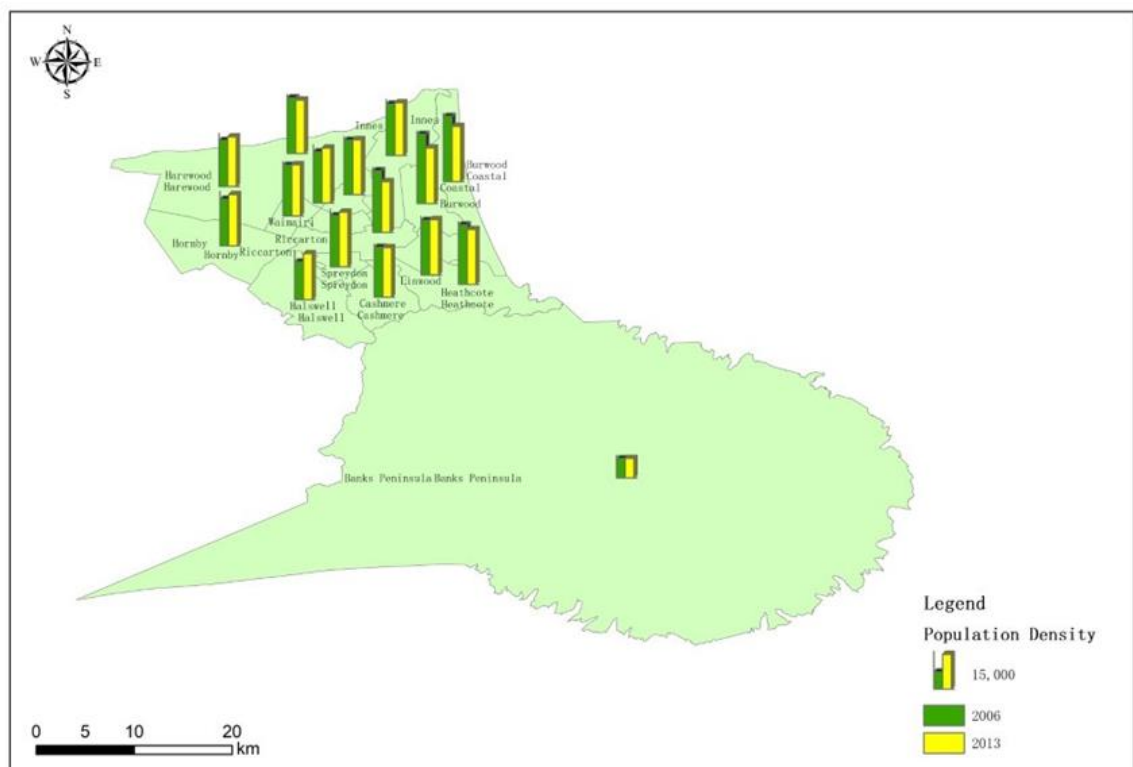


Figure 9 Overall Population Density Comparison pre- and post- earthquakes 2013 (Census Data from Stats NZ)

## Housing Before and After Earthquakes

The movement of the population is reflected in the concentration of unoccupied housing before and after the earthquakes. This should be interpreted with caution given the extensive demolition of

dwelling and apartments in the central city. The highest levels of unoccupied housing occur in the eastern, northern and southern of city centre (Figure 10). It is possible that many of these dwellings were awaiting repair, but it is indicative of the movement of the population in the aftermath of the earthquakes. Areas which did not experience the same level of damage to houses such as the western side of Christchurch and Banks Peninsula had relatively similar levels of unoccupied housing pre- and post- earthquakes.

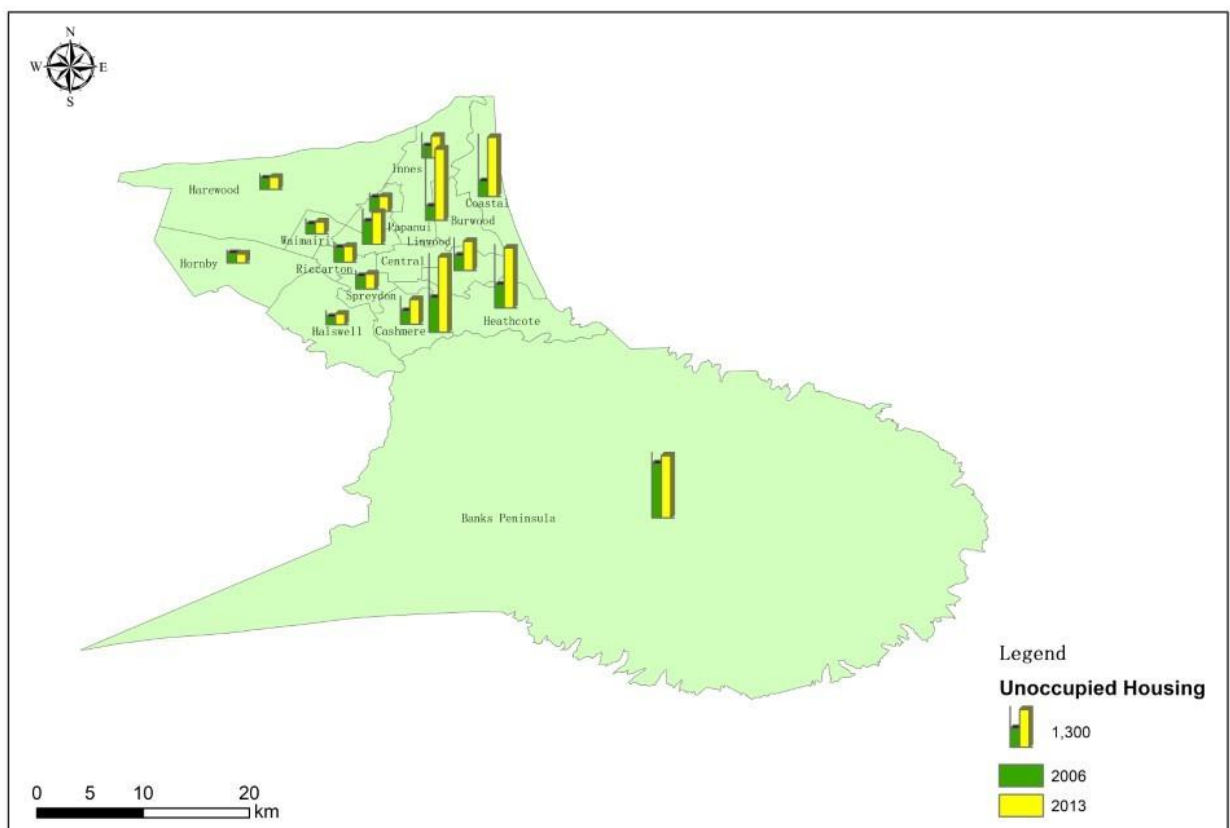


Figure 10 Unoccupied Housing Comparison Pre- and Post-Earthquakes 2013 (Census Data from Stats NZ)

### 4.3 Survey

The survey data were sorted into different groups of ages, genders, visa types, and immigration time lengths. The visa status is especially important since it shows their legal identification in New Zealand. The visa types of sample can be categorised into five groups: Citizenship, Resident/Permanent Resident, Work, Student and Partnership. Table 6 shows the relative percentage of each group: approximately half of the respondents with visas that allow them to permanently live

in New Zealand (citizen or permanent resident visa); 90% of them have lived in New Zealand for more than 1 year and 50% have lived in Christchurch from 1 to 5 years. The gender split was 54% female and 46% male.

Table 6 Immigration status of survey participants ( $n=111$ )

Visa Type	Percentage (%)
Citizen	14
Resident/Permanent Resident	34
Work	20
Student	30
Partnership	2
<b>Total</b>	<b>100</b>

#### *Engagement with planning issues*

Ninety-four percent of participants have never made a submission or been engaged in any planning process. That means only seven survey participants have been engaged in the planning process of plan-making: they are one Citizenship visa holder, three Students visa holders and three Resident/Permanent Resident visa holders.

Most (76%) of participants do not know that every resident, does not limited to their visa types, has the right to make a submission in local plan-making process in New Zealand. However, they care about Christchurch planning (Table 7). The most important issue identified was the earthquake recovery, which was expressed by 70% of all respondents. Note that participants could choose multiple concerned planning issues, so the total percentages are greater than 100%.

Table 7 Concerned with local planning issues ( $n=111$ )

Concerned Planning issues	Percentage (%)
Earthquake recovery	70
Water quality	49
Transport	44
Air quality	34
Land use & Subdivision	11
Biodiversity	11
Others	5

Table 8 shows that 38% of the female respondents and 29% of the male respondents wanted to be engaged in planning. Approximately half of each gender indicated that they were not sure whether they wanted to be engaged in planning. There may be many reasons for this, but the result does show potential fertile ground for education and outreach leading to engagement. A minority of both genders clearly expressed an unwillingness (~1 in 5 respondents), which is notable.

Table 8 Gender vs Willingness to engage with planning ( $n=111$ ).

Gender/Willingness (percentage)	Want to be engaged	Don't want to be engaged	Not sure	Total
Female	38	17	45	100
Male	29	22	49	100

To explore this further, the data were graphically depicted to analyse the differences in willingness by age groups, visa type, and immigration length in New Zealand and Christchurch (Figures 11-14). In each of the graphs, X-axis shows the willingness by Y=yes, N=no and NS=not sure; Y-axis shows the percentage of survey participants who showed the different willingness.

Figure 11 shows that most participants were <40 years old, reflecting a limitation of the survey. Female participants between 25 and 40 had the highest willingness to be engaged in a planning process, but they were also the highest percentage that expressed uncertainty. Male participants were less likely be sure of participation if they were aged under 25. However, older male respondents were more certain. Interestingly in the group of age 25 to 40, the number of females who responded “yes” or “not sure” are both higher than 15%.



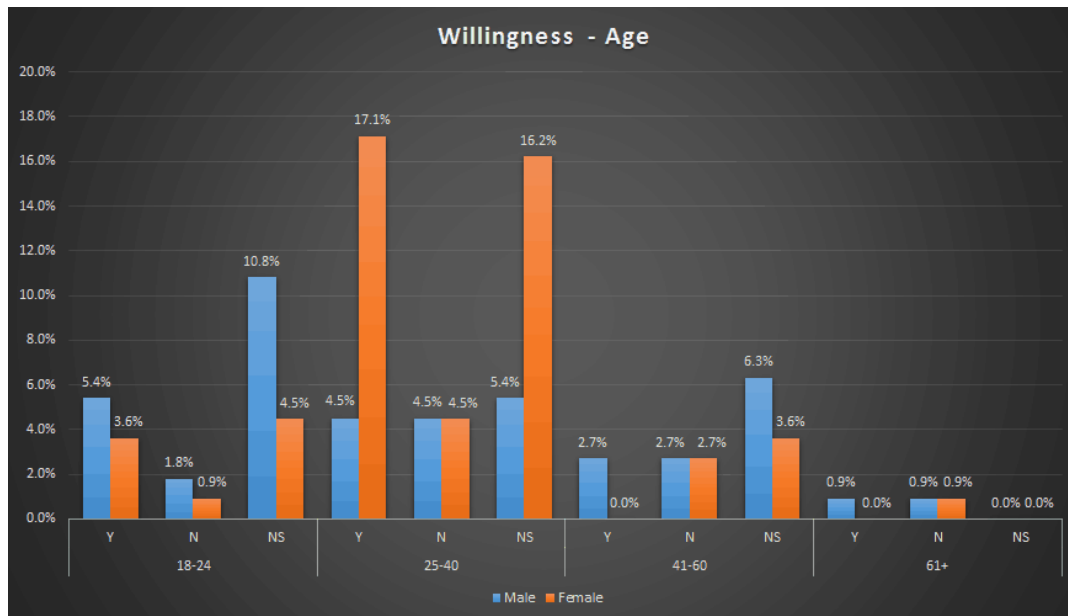


Figure 11 Survey Participants Willingness to engage vs. self-identified age group by gender ( $n=111$ )

The highest percentage of females who were not sure about engagement was in the permanent resident/resident category (Figure 12). For males it was students that were most unsure, possibly reflecting that these male survey respondents were also aged under 25. The highest proportion of respondents that expressed a lack of certainty about engagement were males in the Work visa category. Two participants with partnership visa are categorised in “other” and were both unsure.

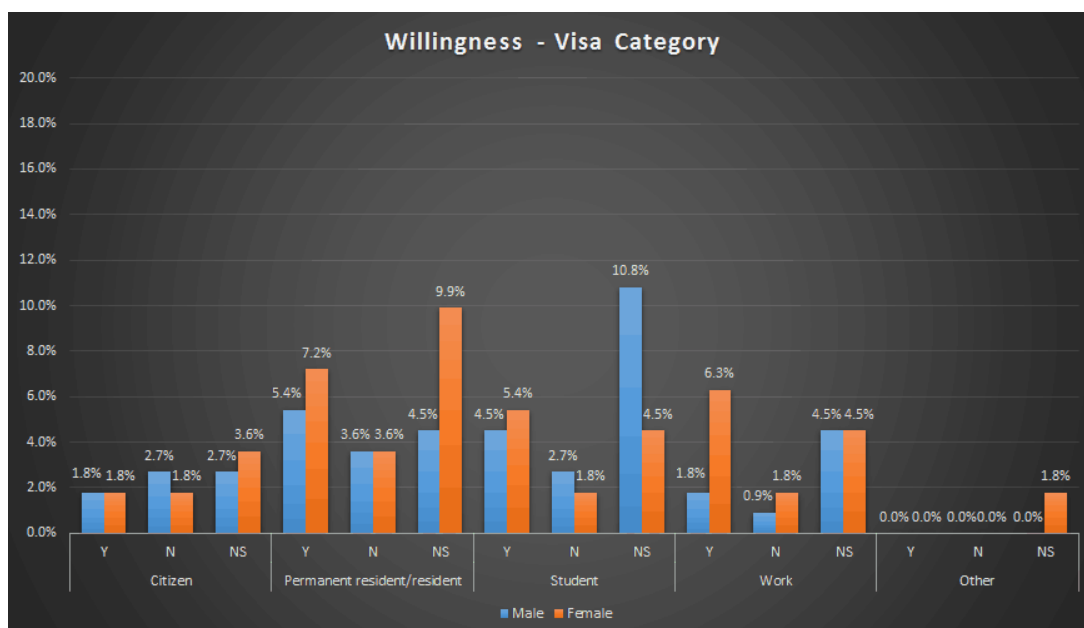


Figure 12 Survey Participants Willingness vs. Visa Category

Figure 13 depicts the relationship between participants’ willingness and their immigration time in New Zealand. Most people surveyed had been in the country over 1 year. Intriguingly, it did not appear to matter between age group whether respondents became proportionately any less sure about whether they wanted to engage in planning. It would be interesting to test this in the general populace as to whether these relationships are similar.

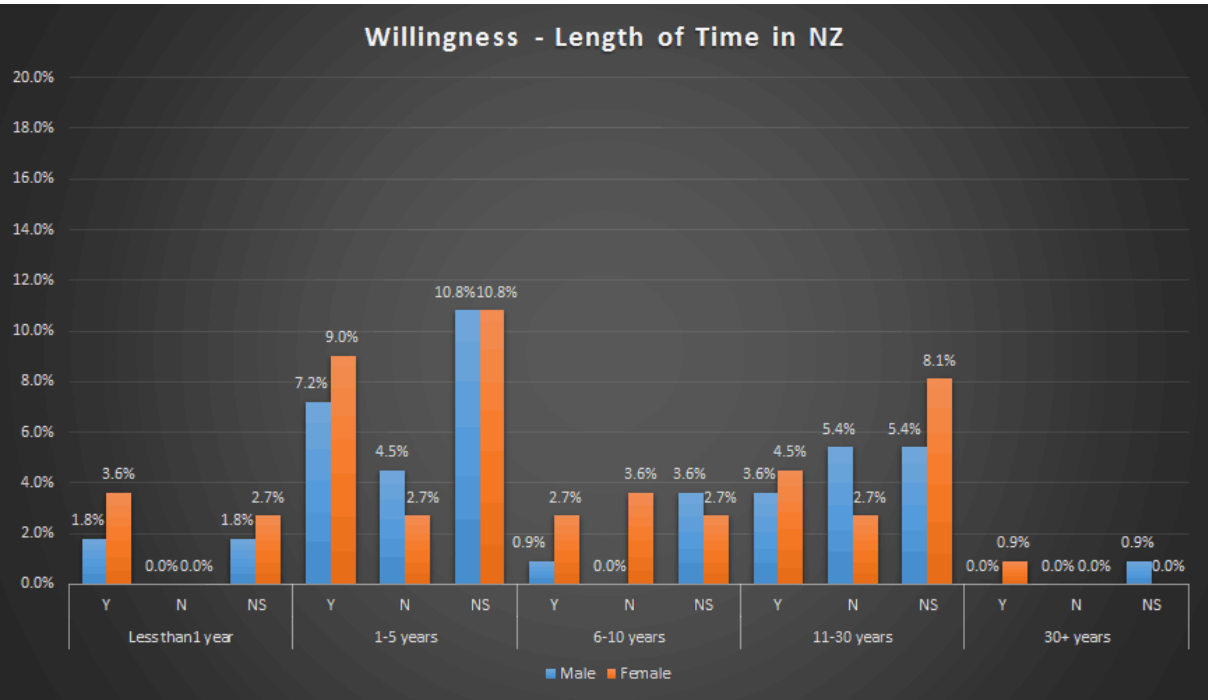


Figure 13 Survey Participants Willingness vs. Immigration time length in NZ

A greater proportion of respondents had been in Christchurch for less than a year (Figure 14), reflecting the movement of ethnic Chinese population within the country after their arrival. More of respondents were certain they wanted to be involved in planning. The reason could be that people who immigrate to this city after the earthquakes trust the planning processes underpinning the rebuild of the city, but this is speculative given no specific question was asked. For the other age groups, similar patterns were evident to those in Figure 13.

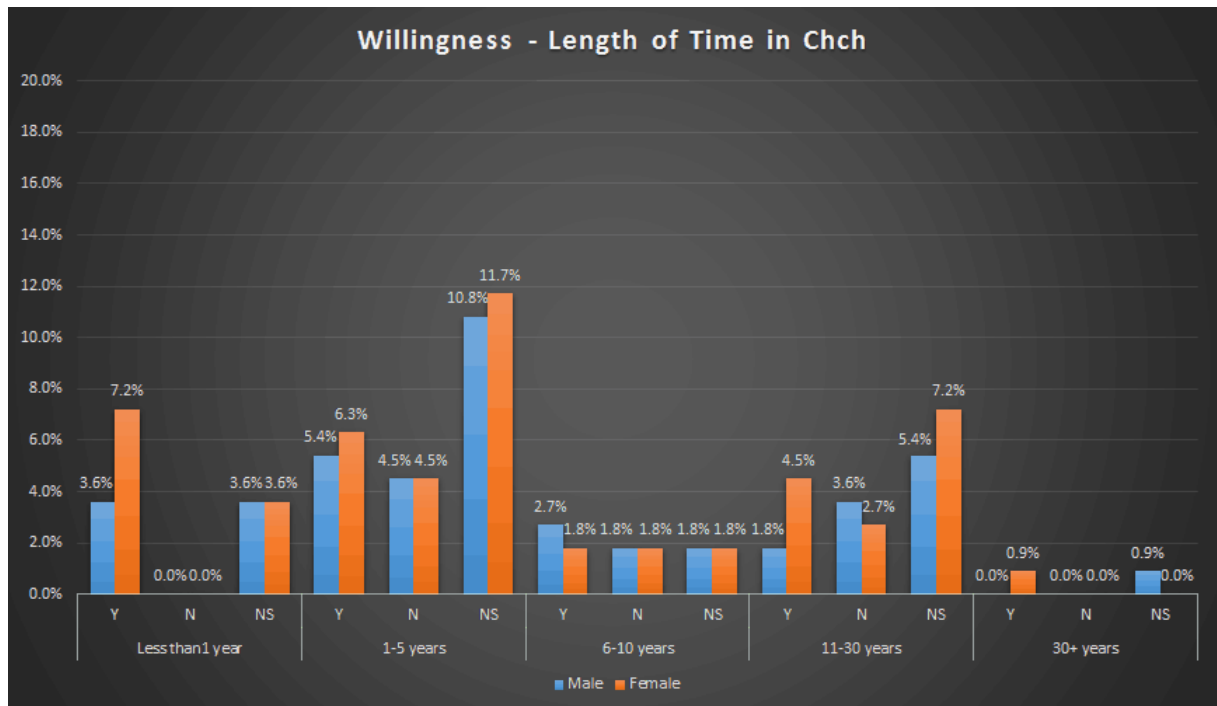


Figure 14 Survey Participants Willingness vs. Immigration time length in Christchurch

## 4.4 Interviews

Table 9 describes the background information for the five interviewees (Respondents A – E) that includes their birthplace and important study or career experience.

The main ideas of Respondent A include:

- Local governments play an important role in multicultural engagement process;
- Public engagement provides valuable information for city development, such as the idea of cycle ways raised in post-earthquake consultation;
- Currently the Christchurch City Council effectively supports ethnic communities include planning documents, funding and diverse festivals;
- A good planning engagement needs the efforts from both local government and public;
- Major barriers may include language and awareness.

His suggested an improvement is having opinion leaders in ethnic groups or communities. The leaders should have local planning knowledge and good language skills, so they can share information and help with the communication between local government and the public

Table 9 Interviewees Information

Interviewees	Occupation	Background
<b>Respondent A</b>	CCC Councillor	<ul style="list-style-type: none"> <li>Born in Taiwan</li> <li>23 years in Christchurch</li> <li>The only Chinese Councillor in CCC since 2010</li> <li>Current Chair of the Council's Multicultural Subcommittee &amp; the Chair of the Council's International Relations Working Group</li> </ul>
<b>Respondent B</b>	Chinese Community Leader	<ul style="list-style-type: none"> <li>Born in Taiwan</li> <li>25 years in Christchurch</li> <li>Youth justice worker with degrees of Law and Commerce</li> </ul>
<b>Respondent C</b>	NZ Messenger Journalist	<ul style="list-style-type: none"> <li>The Chinese language social media has been in Christchurch for 16 years</li> <li>Current platforms include newspaper, magazine, WeChat and internet</li> </ul>
<b>Respondent D</b>	Motel Manager /Surveyor	<ul style="list-style-type: none"> <li>Born in Shanxi</li> <li>10 years in NZ</li> <li>Engaged once in subdivision planning process</li> </ul>
<b>Respondent E</b>	Whangarei Consulting Intermediate Planner	<ul style="list-style-type: none"> <li>Born in Beijing</li> <li>7 Years in NZ</li> <li>Graduated from Auckland University in 2014, with a Master's degree in Urban Planning</li> </ul>

The second interviewee contributes ideas include:

- Earthquakes damaged Christchurch and affected water quality, heritage, buildings, city centre, transport and economy, and planning should pay more attention to water and transport since they impact a lot on public and communities;
- Local planning usually develops with a good goal but processes are slow;
- Having council staff who know about diverse cultures and are able to actively communicate with communities are as important as technicians.

Respondent B gave a suggestion to improve cultural inclusion for both councils and communities. It can be achieved by rising public awareness of planning issues, and receiving more attention and support from councils.

The third interviewee as a journalist from local social media suggested that:

- Social media indirectly promotes public engagement by reporting planning information;
- Public often write their comments and feedback on planning development (e.g., cycle ways) on their platforms, which could be a good method for local governments to gather information;
- Compared to other ethnic groups, such as Indian, people of Chinese ethnicity pretend to show they care less about politics to avoid local social judgment.

Respondent C provided the suggestion that local authorities could consider working with social media for spreading planning ideas and gathering feedback.

Respondent D said:

- Drinking water quality is an important planning issue after the earthquakes;
- Building quality is limited by local market size and openness of local authorities;
- Residents from all different ethnic groups have responsibilities to take care of the environment.

This respondent believed that more valuable ideas can be gathered from ethnic groups like Chinese, if local authorities encouraged them more.

Respondent E discussed that the following:

- The Chinese ethnic group usually lacks knowledge about local planning;
- To engage different ethnic groups is not just for the purpose of social equity but also good for New Zealand planning;
- Language and cultural barriers should be conquered through public engagement.

This interviewee suggested that public engagement should be more than consultation. Planning professionals should organise seminars for public for sharing ideas. At the same time, a simplified, translated knowledge manual can also help public understand and participate in planning processes.

#### **4.5 Summary of Key Research Findings**

The GIS analysis shows the Chinese ethnic population is not evenly distributed in Christchurch city. The results of survey show most participants know less about planning and its public engagement. Interviews with five people from local government, planning background, and local community and public offer different possible improvements for local planning, and they all agree that the success of planning need the efforts from both government and public.

## **Chapter 5**

### **Discussion**

#### **Levels of the Chinese Ethnic Group's awareness and engagement in planning**

Based on the survey of 111 individuals from the Chinese ethnic community in Christchurch, only 6% of the respondents have ever made submissions on plans. This demonstrates a low level of engagement in local planning process. An attempt was made to compare the survey result to actual levels of local engagement. However, according to the Christchurch City Council email and online documents, the council does not collect ethnic or census data of participants in planning processes.

In the Community Engagement Strategy, the Christchurch City Council provides the demographic profile of "Share an Idea", which is the only one publicly available document that talks about the level of engagement. In the Christchurch City Council Community Engagement Strategy, it describes the engagement rate of the total population in age groups rather than ethnicity or gender. The strategy shows that "under 25 – 10%, 25-49 – 53%, 50-64 – 28%, and 65 and over – 9%" (CCC, 2013, p5). Compare to the "Share an Idea" result, this survey result shows relatively lower level of public engagement. The majority of surveyed participants in this dissertation's research say they are not familiar with local plans. The survey finds their main information channels include social media and information from friends and families, which provide a basis of discussion for the recommended improvements.

#### **Public opinions of the Chinese ethnic group on planning**

The survey also asked participants for their satisfaction levels of planning. Only 13% of participants were satisfied with current local planning, and 41% of participants were not sure. Why is it that approximately half of the participants were not satisfied? The reason could be found in another survey question that 73% of research participants agree that translation will help them to become engaged in planning processes. It includes the verbal translation during consultation meetings and the written translation of public notices and planning documents for different ethnic groups. The translation does not need to cover all planning documents or the whole planning process. There could be tested in areas with high population density and ethnic diversity. Additionally, local government could consider requiring planning documents to be printed in different languages.

A number of the Chinese ethnic population also do not understand the local planning system. It was found in the process of surveying the ethnic Chinese public, that they were usually unfamiliar with the name of local authorities and the scope of planning. Another reason mentioned by a few of people who refuse to take the survey is that they worried about negatively social judgments by other local residents if they showed interest in joining the process of planning for their local environment.

However, study participants still related their concerns over local planning issues based on their experiences. The three most concerned issues: earthquake recovery, water quality and transport, highly align with current Christchurch planning tasks of post-earthquake reconstruction. Like the other residents in Christchurch, the Chinese ethnic group showed that they have care for their local living environment. It implies that the more effective engagement with the Chinese ethnic population will be valuable because they have information that can contribute to plan-making for Christchurch based on their living experiences and knowledge.

### **Main barriers and motivation for the Chinese ethnic group**

A lack of knowledge of the Christchurch and New Zealand planning system and limited English language skills are the main barriers that have been determined in this research. The planner and resident interviewees believe the ability to understand the planning documents requires the public to know a lot of technical and professional words. Moreover, sometimes the documents are too long to read. These factors increase the difficulty for the public to easily comprehend and engage with planning information. It can be more difficult for people from different cultural and language environments, since the differences may create barriers for understanding. Although most of the Chinese ethnic people have the ability to use English since they live, study or work in New Zealand, and some of them were even born here, to be an English or Māori native speaker, public engagement in planning process is not an easy step for them.

The willingness to build a connection with living environment is the main motivation for the Chinese ethnic group. Furthermore, the result of survey shows that translation (73%) and social media (56% of respondents) are the most supported improvements for public engagement. The reasons are: translation will help them skip language barriers to gain the knowledge of local planning; social media creates the convenient and effective platform for exchange of information, and facilitates interactions with local government or the wider community.

Although the questions excluded the option of WeChat, a number of participants spontaneously mentioned the use of it for the Chinese ethnic group. It implies that multiple popular social media



works for different ethnic groups, and an effective public engagement process should involve a selection of an appropriate platform. This is because people may have built the connections with certain types of social media under their different cultural backgrounds and prefer to receive information that way. Local government in Christchurch have established a good basis of social media by multiple approaches: through the website; YouTube; Facebook; Twitter; and Instagram. The integration of these information platforms to create a convenient approach for public engagement has not yet occurred in Christchurch, but according to the description of interviewee 3, local government have attempted to cooperate with local social media companies, such as New Zealand Messenger, since they have incentives to spread information. Hence, this may indicate local government are thinking of other effective engagement mechanisms.

In summary, public engagement in New Zealand is a key process for contributing to a high quality of planning and decision-making. However diverse ethnic groups may face language and knowledge barriers for effective engagement processes. According to OGMM, Christchurch local authorities are somewhere around Level 3 Open Participation with the use of social media platform for planning. The theories align with dissertation case study. However, The Chinese ethnic group living in the Christchurch city area shows a low-level awareness about public engagement in the local planning process. To reach Level 3 and above, local authorities will need to address language barriers in supplying relevant information. As this dissertation shows, they will find a relatively receptive audience in the Chinese ethnic group. But they will need to show interest in engagement so that ethnic Chinese can convey their concerns about planning issues based on their personal experiences.

Currently the local governmental efforts on engagement and interaction with diverse ethnic population concentrate on holding cultural events, and lack useful actions or policies for planning. Moreover, the multi-language version planning documents are not available in Christchurch. Thus, the case study shows that local government may not recognise that new immigrants and diverse ethnic population to the country have cultural and language barriers to overcome to lead to better engagement in local planning. The barriers cannot be solved solely by cultural celebration events. The solution needs the formal recognition of differences in aspects of planning; good understanding of people's diverse cultural backgrounds; and sustained professional efforts for improvements in planning, communication and community engagement.

## Chapter 6 Conclusion

Global immigration brings ethnic and cultural diversity, along with challenges to local planning. During this process, planning tries to build common public benefits among the different groups, and planners need to realise these differences. Planners also need to communicate in different languages to improve environmental stewardship and natural justice. In New Zealand, Christchurch is like other immigrant cities worldwide, in gaining more ethnic and cultural diversity in its population. The Chinese ethnic group is one of the largest groups in Christchurch.

Planning is always developing with dynamic spaces and communities. The decision-making process is also a policy making process, and which includes public engagement as a key to ensure the quality of the decisions and outcomes. In New Zealand, public consultation is required under the Local Government Act 2002 and the participatory planning process is listed under Resource Management Act 1991. This is open for residents and not limited to their visa types. The level and methods of engagement depends on criteria of agreed significance to the planning matter. The scope of significance includes social, environmental and cultural effects on the public and the environment. Planners play the important role for effective public engagement and consultation in the planning process. Consultation is the main approach for public planning. However, how to make cultural and language diversity to be strengths not weakness is a question for local government to address.

The dissertation has provided a case study by researching the level of engagement of the Chinese ethnic group in making submissions on plans. This research shows the low level of public engagement from the Chinese ethnic population in Christchurch planning processes. It is contributed to by a lack of local environmental and political knowledge, and the language barrier. However, a substantial proportion of Chinese immigrants do care about local planning issues, and their concerns are based on individual living experience, which are aligned with earthquake recovery planning tasks as well as water quality.

Local governments in Christchurch have developed multicultural strategies for providing services to different ethnic groups. They also utilised social media for public engagement. The nature of public engagement is about communication. As an evolutionary communicative tool, social media can improve the efficiency and quality of public engagement through the convenient, private and secure platforms. For improving the public engagement with diverse ethnic population, local governments could consider of providing translated planning documents, promoting the using of social media, applying collaborative approaches for more planning issues and encouraging regular interaction with people of different ethnic backgrounds. This will help them move more fully and inclusively into Open Participation and towards Open Collaboration.

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# Appendix A

## Ethics Approval

Research Management Office

T 64 3 423 0817  
PO Box 85084, Lincoln University  
Lincoln 7647, Christchurch  
New Zealand  
[www.lincoln.ac.nz](http://www.lincoln.ac.nz)

21 June 2019

Application No: 2019-30

**Title:** Public Engagement in Making Plans process: A Case study of Christchurch Chinese Immigrant Community

**Applicant:** S Wang

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*The Lincoln University Human Ethics Committee has reviewed the above noted application. Thank you for your response to the questions which were forwarded to you on the Committee's behalf.*

I am satisfied on the Committee's behalf that the issues of concern have been satisfactorily addressed. I am pleased to give final approval to your project.

Please note that this approval is valid for three years from today's date at which time you will need to reapply for renewal.

Once your field work has finished can you please advise the Human Ethics Secretary, Alison Hind, and confirm that you have complied with the terms of the ethical approval.

May I, on behalf of the Committee, wish you success in your research.

Yours sincerely



Grant Tavinor  
Chair, Human Ethics Committee

**PLEASE NOTE:** The Human Ethics Committee has an audit process in place for applications. Please see 7.3 of the Human Ethics Committee Operating Procedures (ACHE) in the Lincoln University Policies and Procedures Manual for more information.

## **Appendix B**

### **Survey Questions**

**1. 1. In what age group are you?**

- a. 18 – 24
- b. 25 – 40
- c. 41 – 60
- d. 61 and over

**2. Gender**

- a. Male
- b. Female
- c. Other

**3. Which kind of visa type do you currently hold?**

- a. Citizen
- b. Permanent residents/residents
- c. Student
- d. Work
- e. Others \_\_\_\_

**4. How long have you been living in NZ?**

- a. Less than 1 year
- b. 1 – 5 years
- c. 6 -10 years

d. 11 – 30 years

e. **More than 30 years**

**5. How long have you been living in Christchurch?**

a. Less than 1 year

b. 1 – 5 years

c. 6 -10 years

d. 11 – 30 years

e. More than 30 years

**6. Which environment issue below is the most important to you (could be multiple)?**

a. Earthquake recovery

b. Air quality

c. Water quality

d. Land use and subdivision

e. Transport

f. Biodiversity

g. Others \_\_\_\_

**7. Which of these local authorities have you heard about?**

a. Christchurch City Council (CCC)

b. Environment Canterbury (ECan)

c. Ministry of Environment (MfE)

d. Department of Conservation

e. All of above

**8. What is your knowledge about the environmental legislation/plans that relevant to Christchurch City (such as Resource Management 1991, Christchurch City Plan, etc.)?**

- a. Heard a little
- b. Know a little
- c. Know much
- d. Not at all

**9. How do you get relevant information from?**

- a. Newspaper
- b. Facebook
- c. Twitter
- d. Friends/family
- e. Others \_\_\_\_

**10. How many times have you ever engaged in any planning process, such as making a submission?**

- a. Never
- b. 1 – 5 times
- c. 5 – 10 times
- d. More than 10 times

**11. Do you know anyone (not only citizens) in NZ can make a submission to councils about proposed plans, plan changes or variations that has been publicly notified?**

- a. I know
- b. I don't know
- c. I don't care

**12. How satisfied do you feel about current planning engagement process?**

- a. Satisfied
- b. Not satisfied
- c. Neutral
- d. Not sure

**13. Are you willing to be involved in the planning process?**

- a. Yes
- b. No
- c. Not sure

**14. Which of the following method you believe could increase the efficiency of engagement (could be multiple)?**

- a. Dual language
- b. Social media/app
- c. Workshops
- d. Others \_\_\_\_

## **Appendix C Interview Questions**

### **Interview questions for the resident:**

1. Could you tell me about your experience in NZ (work/study/etc.)?
2. During the period time of living in Christchurch, what environmental/planning issues attract the most attention from you (such as transport, water quality, housing, etc.)? Why?
3. Do you have any ideas about the issue mentioned above?
4. Have you ever engaged in any planning process, such as applying resource consent/making a submission to communicate your opinions with community and councils?
  - a) If so, how do you feel about it?
  - b) If not, would you like to be engaged in it?
5. In your opinion, what are the benefits and drawbacks will public engagement bring to you?
6. Do you believe Chinese community participation in planning process is important? Why/why not?
7. Based on our discussion (about planning public engagement and Christchurch development), would you like to add anything/expectations?

### **Interview questions for the councillor**

1. What is your professional background and current role at Christchurch City Council (CCC)?
2. In your time at CCC has any of your previous work involved public engagement of Chinese community?
3. Based on your position at CCC how does the organisation deal with the multicultural community engagement?

4. Based on a Lincoln University authorised survey collection, the data shows the top three planning issues which Chinese community mostly cares are earthquake recovery, water quality and transport, but most of them never engaged in planning process, such as making a submission. What is your opinion on it?
5. In your opinion, what are the benefits and drawbacks will Chinese community bring to public engagement of Christchurch planning work?
6. Is there any improvement you would like to suggest for Chinese community/current planning engagement process?
7. Based on our discussion (about planning public engagement and Christchurch development), would you like to add anything?

#### **Interview questions for the community leader**

1. Could you tell me about your experience in NZ (work/study/etc.) and position in local community?
2. During the period time of living in Christchurch, what environmental/planning issues attract the most attention from you (such as transport, water quality, housing, etc.)? Why?
3. Do you have any ideas about the issue mentioned above?
4. Have your community ever engaged in any planning process, such as applying resource consent/making a submission to communicate your opinions with community and councils?
  - a) If so, how do you feel about it?
  - b) If not, would you like to be engaged in it?
5. In your opinion, what will improve community for public engagement?
6. Do you believe Chinese community participation in planning process is important? Why/why not?

7. Based on our discussion (about planning public engagement and Christchurch development), would you like to add anything/expectations?

#### **Interview questions for the planner**

1. What is your professional background in Auckland University and current role at consulting company?
2. In your career time has any of your previous work involved public engagement of the Chinese ethnic group.
3. Based on your current planning role, how does your company deal with the multicultural groups' engagement and requirement?
4. In your experience, what are the benefits and drawbacks will public engagement of Chinese group bring to planning work?
5. In your opinion, what is the current situation of Chinese participation in planning work, (do you feel lots of Chinese people work relevant to planning /NZPI membership)?
6. Is there any improvement you would like to suggest for Chinese group/current planning engagement process?
7. Based on our discussion (about planning public engagement and New Zealand planning system), would you like to add anything?

#### **Interview questions for social media**

1. Could you tell me about the history, development and background of New Zealand Messenger?
2. In your career time, how does NZ Messenger support public engagement, such as education/language?
3. As an individual, have you ever engaged in any planning process, such as making a submission for a city council plan?



- a. If so, how do you feel about it?
- b. If not, would you like to be engaged in it?
- 4. Think from the social media aspect, what are the benefits and drawbacks will public engagement brings to ethnic Chinese community?
- 5. Do you believe the Chinese ethnic group and immigrant participation in planning process is important? Why/why not?
- 6. Do you believe the social media, especially for Chinese language platform, plays an effective role to help with the engagement process?

## Appendix D Interview Consent Form

Lincoln University Policies and Procedures

### ADDITIONAL FORMS FOR HUMAN ETHICS APPLICATIONS CONSENT FORM

**Name of the project:**

**Public Engagement in Making Plans process – A Case Study of Christchurch Chinese Immigrant Community**

*This dissertation focuses on planning participation of Chinese immigrant community in Christchurch city area, such as making a submission. It tries to use survey and interview to explore the attitude and situation of engaging in planning issues from people who come from the Chinese cultural and language background. After that, the dissertation will provide specific improvements, which can be used to increase the efficiency of communication and participation for both of public and governments.*

I agree to participate in the project, and I consent to the publication of the results of the project with the understanding that a) confidentiality will be preserved if requested and b) I will have the opportunity to review any quotations attributed to me before publication. I also understand that I may withdraw from the project up to 2 weeks after my interview, including withdrawal of any information I have provided.

I provide consent to:

(Please tick one or all of the following options)

Having an audio recording taken ☐

Having notes taken of the interview ☐

Being identified by name ☐

Being identified by my professional role ☐

Please specify preferred description of role to be used: \_\_\_\_\_

Other notes:

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Name: \_\_\_\_\_

Signed: \_\_\_\_\_

Date: \_\_\_\_ / \_\_\_\_ / \_\_\_\_

# Appendix E Interview Information Sheet

Lincoln University

Environment, Society and Design Faculty

## Research Information Sheet

I would like to invite you to participate in a project entitled "Public Engagement in Making Plans process – A Case Study of Christchurch Chinese Immigrant Community". The reason of choosing you is because that you own certain knowledge on relevant issue and are representative for the organisation/community/authority.

This dissertation focus on planning participation of Chinese immigrant community in Christchurch city area, such as making a submission. It uses survey and interview to explore the attitude and situation of engaging in planning issues from people who come from the Chinese cultural and language background. After that, the dissertation will provide specific improvements, which can be used to increase the efficiency of communication and participation for both the public and local governments.

Your involvement in this project is to answer some questions. This interview will last no more than one hour. You have the right to withdraw from this interview and may withdraw any information that has been submitted up to 2 weeks after my interview. You may also suggest other people whom you think are appropriate to participate in this project for immediate follow-up. This interview will be recorded under your permission or be noted if you have objection for recording process. As a follow-up, the recording or notes will be re-played/re-shown to get verification from you regarding the quote that will be used as the results of the interview.

The results of this project might be published, but we will keep your privacy and your personal identification will not be made public. To assure privacy and confidentiality, all the interview and project data will be stored at Lincoln University using a secret password on the protected computer and locked in a separate cabinet.

This project is conducted as a research requirement for the Master in Planning by Sai Wang under the supervision of Dr. Steve Ulrich and Associate Professor Hamish Rennie, who can be contacted at +64 02102451860. We will be happy to discuss all matters concerning your involvement in this project.

The project has been reviewed **and approved** by the Lincoln University Human Ethics Committee.

*Researcher: Sai Wang, Master of Planning Student, Faculty of Environment, Society and Design*  
[Sai.Wang@lincoln.ac.nz](mailto:Sai.Wang@lincoln.ac.nz)  
Ph 021 02451860

*Supervisor: Dr Steve Ulrich, Faculty of Environment, Society and Design*  
[Steve.Ulrich@lincoln.ac.nz](mailto:Steve.Ulrich@lincoln.ac.nz)  
Ph +64 3 423 0506

*Co-Supervisor: Associate Professor Hamish Rennie, Faculty of Environment, Society and Design*  
[Hamish.Rennie@lincoln.ac.nz](mailto:Hamish.Rennie@lincoln.ac.nz)  
Ph +64 3 423 0437

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# Appendix F Survey Information Sheet

Lincoln University

Environment, Society and Design Faculty

## Research Information Sheet

I would like to invite you to participate in a project entitled "Public Engagement in Making Plans process – A Case Study of Christchurch Chinese Immigrant Community"

This dissertation focus on planning participation of Chinese immigrant community in Christchurch city area, such as making a submission. It uses survey and interview to explore the attitude and situation of engaging in planning issues from people who come from the Chinese cultural and language background. After that, the dissertation will provide specific improvements, which can be used to increase the efficiency of communication and participation for both the public and local governments.

Your involvement in this project is to answer some questions. Your participation is voluntary. This survey will last no more than 10 minutes. You have the right to decline to answer any of questions and withdraw from this project at any time during the survey. If you choose to withdraw, we will destroy your answer sheet.

The completion of and returning this form is deemed to be consent to participating in this research.

The results of this project might be published, but we will keep your privacy and your personal identification will not be made public. To assure privacy and confidentiality, all the interview and project data will be stored at Lincoln University using a secret password on the protected computer and locked in a separate cabinet.

This project is conducted as a research requirement for the Master in Planning by Sai Wang under the supervision of Dr. Steve Ulrich and Associate Professor Hamish Rennie, who can be contacted at +64 02102451860. We will be happy to discuss all matters concerning your involvement in this project.

The project has been reviewed **and approved** by the Lincoln University Human Ethics Committee.

*Researcher: Sai Wang, Master of Planning Student, Faculty of Environment, Society and Design*  
[Sai.Wang@lincolnuni.ac.nz](mailto:Sai.Wang@lincolnuni.ac.nz)  
Ph 021 02451860

*Supervisor: Dr Steve Ulrich, Faculty of Environment, Society and Design*  
[Steve.Ulrich@lincoln.ac.nz](mailto:Steve.Ulrich@lincoln.ac.nz)  
Ph +64 3 423 0506

*Co-Supervisor: Professor Hamish Rennie, Faculty of Environment, Society and Design*  
[Hamish.Rennie@lincoln.ac.nz](mailto:Hamish.Rennie@lincoln.ac.nz)  
Ph +64 3 423 0437

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